DOCUMENT RESUME

ED 030 788 AC 003 975

Planning for Regional Growth: A Report of A Cooperative Educational Program for the Citizens of the Sacramento Valley, Spring, 1968.

California Univ., Davis. University Extension.
Pub Date Aug 68
Note-37p.
EDRS Price MF-$0.25 HC-$1.95
Descriptors-Citizen Participation, *Cooperative Programs, Discussion Groups, Instructional Materials, Objectives, Population Growth, Professional Personnel, *Public Education, Publicize, Public Officials, Public Television, *Regional Planning, University Extension, Urban Areas, Voluntary Agencies

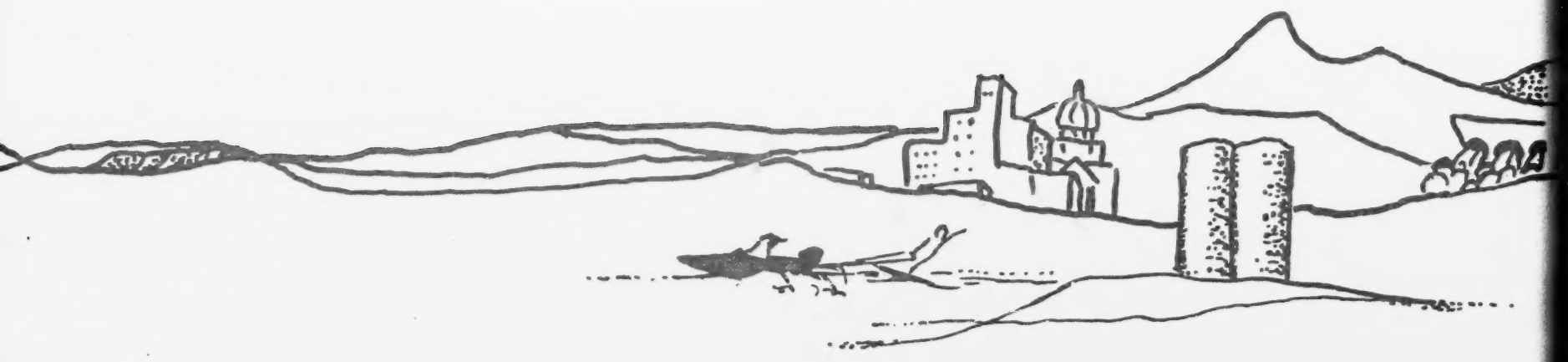
An experiment in public education for regional planning in a five county area was undertaken by the Sacramento Regional Area Planning Commission jointly with the University of California Extension (Davis) and KCRA-TV; the purpose was to present for public scrutiny a set of preliminary goals. A series of television programs was combined with 160 small study discussion groups. University Extension recruited and briefed discussion leaders; and, in conclusion, held a day long conference, attended by 150 persons--1/3 interested citizens and 2/3 public officials and professional persons. A total of 2500 participants in the program was recorded; only 127 returned the questionnaire, likely because of lack of followup. Lack of time for personal contact, recruitment, and followup was felt to cause many of the weaknesses of the program. Television reporting was difficult because of the lack of a central information source and of the narrow specializations of many resource people; its major value lay in the presentation of opinions of experts and visual examples of planning concepts. Advertising provided by the Sacramento "Bee" newspaper was very effective. (eb)

AC003975
Mar 69
EDO30788

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

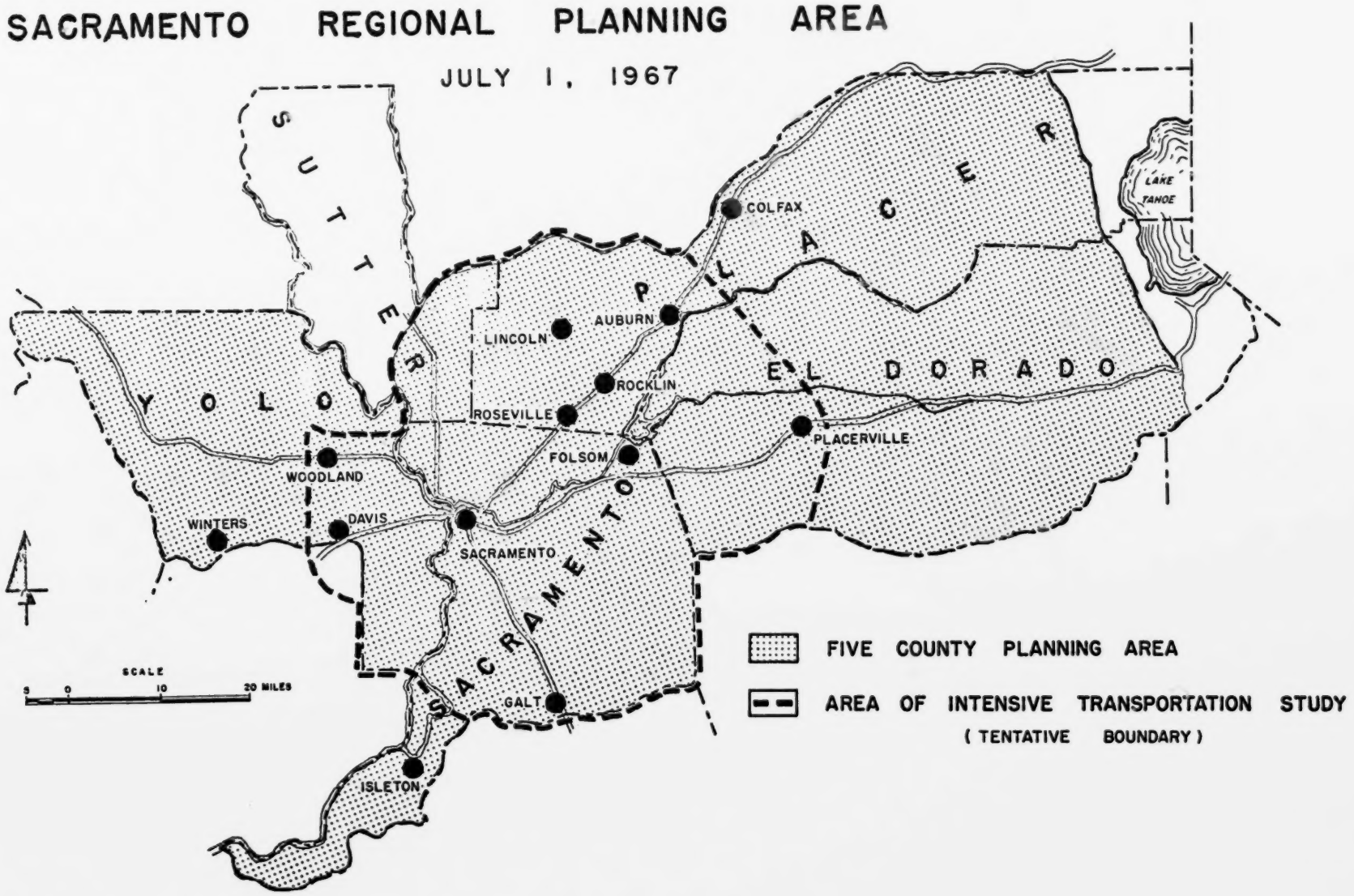
THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL OFFICE OF EDUCATION POSITION OR POLICY.

PLANNING FOR REGIONAL GROWTH



A report of a cooperative educational program for the citizens of the Sacramento Valley, Spring, 1968

UNIVERSITY OF CALIFORNIA EXTENSION
Davis, California



SACRAMENTO REGIONAL AREA PLANNING COMMISSION

Cover design - - Patricia Loader

TABLE OF CONTENTS

Forward	iii
Introduction	v
Planning for Regional Growth, by Hilton Power	1
Preliminary Statement of Regional Goals	15
Exhibits	19
Roster of Discussion Group Leaders	33

FOREWORD

We are hearing a great deal these days about the urban crisis, and there is a tendency to think of this crisis as affecting only the larger cities. Television audiences are all too familiar with the conventional stigmata of the crisis: overcrowded slums, traffic congestion, smog, waste disposal, racial conflict, violence in the streets. But as any thoughtful citizen knows, no meaningful approach can be made to the solution of the city's problems without considering the regional context in which cities exist.

Regional planning has long been considered the peculiar province of specialists: geographers, sociologists, professional planners. But it is now apparent that if anything is to be done about providing rational guidance for the future development of any given region, every effort must be made to involve citizens and their representatives - councilmen, supervisors, planning commissioners - in a common understanding of the problems and a formulation of regional goals.

The experimental venture described on the following pages constitutes a dramatic attempt to begin the process of public education for regional planning in one section of the State of California. It was conceived and carried out as a cooperative enterprise by a university, a regional planning commission, and a commercial television station. By any reasonable standards it was a successful undertaking, and it is hoped that this report of the project will encourage groups in other regions faced with similar problems to conduct further experimentation in this important field.

GLEN BURCH, DIRECTOR
University Extension
University of California, Davis

INTRODUCTION

This report is the history of a program undertaken jointly by the Sacramento Regional Area Planning Commission, The University of California Extension, Davis, and KCRA-TV, a Sacramento television station.

A set of regional goals were posed to groups of interested citizens. After widespread discussion of these goals, the Commission plans to adopt a final goals statement, to be used as a basis for planning changes in the Sacramento region. A summary report of the citizen feedback and analysis may be obtained from the Sacramento Regional Area Planning Commission, 926 J Building, Sacramento, California.

Over the United States today, in small towns and large cities, in sparsely populated rural areas and urbanized counties, the process of planning for growth of each region is one of the most important issues before the citizenry. "Planning issues are becoming political issues as hot as private property," say Serge Chermayeff and Christopher Alexander in Community and Privacy (Pelican Books, 1966, p. 35). Growth is inevitable: with planning we can conserve the best of the past while accepting the changes of the future.

Special acknowledgement should be given to Parke Blanton, Public Service Director, KCRA-TV, James Barnes, Executive Director, SRAPC, Mrs. Nadya Andrews, Staff consultant, who contributed greatly to the success of the program; to Hilton Power, regional director, Foreign Policy Association, who wrote the report, and Mrs. Lura Middleton, its editor.

Lloyd W. Woodruff,
Extension Specialist in Public Administration
Assistant Director for Relations with Governmental Agencies, Institute of Governmental Affairs

This report financed with the support of Title I, "Community Service," Higher Education Act of 1965, U. S. Congress.

PLANNING FOR REGIONAL GROWTH

Hilton Power, Regional Director,
The Foreign Policy Association

"Planning" is a process which is becoming increasingly familiar to all of us. Perhaps we hear that "planning" for a problematical future is being done by officials of state or local government. We may read that certain business executives are engaged in planning for the future which they project for their corporation. "Planning" has come to mean good things to most of us, such things as foresight, prudence and providence, a laudable concern about the circumstances of life which those yet unborn will inherit. Business often tells us that planning can provide increased services, or goods, or whatever, simultaneously with increased profits. Planning is a good thing.

However, planning is a process all too frequently carried out without any public participation or expression. Usually, the public is not given an opportunity to express its own priorities and values as a baseline for the planner's activities, until the public hearing after the plan is completed. The lack of public participation on a broad scale is not because the planners perversely prefer to work in isolation, but simply because it is very difficult to interest and involve the general public. The mechanisms for creating public interest and public consideration are cumbersome as well as expensive, thus requiring a degree of courage on the planners' part.

This is an account of an educational program cooperatively mounted by a major television station in Sacramento and the University of California Extension, Davis campus, to assist the Sacramento Regional Area Planning Commission to place before the public some of the alternatives which need to be considered in the development of planning goals for a five-county area. The television station did the program as a public service, with modest financial support extended by the University Extension. The five counties comprising the planning area are Sacramento County, Placer and El Dorado Counties except the Tahoe Basin, Yolo County, and a portion of Sutter County.

This report is an attempt to provide information on what can be achieved in the area of public concern and involvement even when the circumstances are less than optimum. Each reader may then judge for himself as to the value of such a broad-based approach to similar community issues.

The use of survey techniques in formulating plans affecting new highways or some other single development is not new. These techniques rely upon the collection of sample opinions, opinions often formed without the necessary preliminary process of an examination of all the relevant factors and implications bearing on a given proposal. Hence, when the public is asked to express its opinion, the choice is usually found to be couched in an "either-or" fashion for some new project, such as a freeway.

GOALS for Growth

The SRAPC's preliminary report of goals for growth in the region represents one of the very few efforts to involve a large number of citizens in an examination of their own desires and aspirations for the future of the region in which they all live, prior to any misleading, incomplete, or otherwise unsatisfactory formulations. The purpose of the public study was to provide the Regional Planning Commission with some ranking of alternative ways by which major goals of regional planning might be achieved, the ranking of alternatives reached on the basis of public response to six major aspects of future development. The six major areas of concern were the following:

regional and community identity
residential development and housing
open space and recreation
regional activities (this included the balance among industry)
commerce and government - concentration versus dispersal
environmental amenities, whatever the problem.

History of the Commission

The Sacramento Regional Area Planning Commission was established in January, 1965, as an agency advisory to local governments on matters of common concern and as a link between state and federal programs. Within its region, there is a total estimated population of 880,000. It is estimated that by 1985, there will be at least 1,700,000 people in the region. In 1900, the population was about 90,000. By the year 2000 the region may well be indistinquishable from that urban growth that Kahn and Weiner[1] have called the Sansan Megalopolis - that huge strip city which will extend from San Diego in the south to San Francisco in the north, or, as is suggested now, to Sacramento. (This would require amending the name, Sacsan instead of Sansan.

1. The Year 2000, by Herman Kahns and Anthony Wiener. The Macmillan Company, New York. 1967

SRAPC had as its task a four-year project study, starting with the preparation of a set of regional planning goals. When these goals are adopted as guides, more detailed plans can be developed to deal with the several aspects of the physical environment: patterns of land use, a transportation system, community facilities and utilities, natural and agricultural resources, and the quality of urban environment generally. SRAPC's program explicitly provides for citizen consultation or "feedback" at certain steps in the evolution of the regional plan. It does not require great imagination to realize how far afield such a Regional Planning Commission might go, without some pretty critical citizen review, composed as it is of nine members representing the cities and counties of the region, many of these members elected local officials as well.

There are many ways in which citizens can review proposals. Very often, on the most controversial issues, it takes place at public hearings in crowded meeting rooms. Those taking part are already committed to some predetermined positions, and the technique for reviewing and resolving the issues come at last to an adversary process not unlike a trial. That is the ultimate outcome in a democratic society and, for the relatively few people involved in the final pros and cons, it is probably quite satisfactory. However, SRAPC wished to establish a broader base for its exchange in the earliest stages when basic goals were to be chosen from a range of possible alternatives. Realizing the highly specialized, even esoteric, image which "planning" and the planner present to the public, there was a strong feeling that a review of alternative "scenarios" for the future growth of the region by a large number of people would increase public understanding of what the planners' task actually is. It would also bring awareness of the fact that he and his plans are not in themselves ends but a means to ends, or values, or goals, shared by many citizens.

The project, then, epitomized the planner's dilemma, how to involve and educate the public about the essential nature and purpose of his task of creating a more livable world for his clients, more than eight hundred thousand of them, each with his personal and different notion of a good life, (not to mention future generations whose inheritance and living patterns are being decided now). Before SRAPC could move very far ahead with its task, it was necessary to present a Preliminary Statement of Regional Goals and gain understanding and approval from the public, so that when these goals are adopted, they will reflect the desires of most of the people in the region.

****

In the very early phase of SRAPC's work, it was thought that a series of public forums could be held in several of the main population centers in the region. There would be discussion of all the issues and an attempt to reach a consensus. At least, certain guidelines would emerge. SRAPC and its staff realized that such an undertaking, pursued successfully even to the extent of reaching a thousand interested citizens, was not only beyond its resources but also an effort it did not feel competent to organize without outside assistance. The staff of SRACP decided to discuss the problem informally with the Extension Division of the University of California. The University, in turn, suggested discussion with a local commercial television station, KCRA-TV.

As a result of these early discussions, it was agreed that a series of television programs would be of immense value as a means of reaching a large number of people in the region, alerting them to the issues involved in long-range planning as well as placing before them evidence of benefits which other California communities derived from thoughtful planning. As the discussions progressed, it was felt that the series of public forums, which had initially seemed a productive idea, would actually prove to be unwieldy and not permit a thorough study of the issues or the possible alternative solutions by those persons who were willing and able to attend them. Rather, it was thought that the public should be given the opportunity to study the Preliminary Statement of Goals and to make recommendations, indicate priorities through some feedback mechanism. Indeed, if they wished, they could rewrite the Preliminary Statement.

The University of California Extension Division at Davis had been putting some of its most effective program efforts into a regional context for more than seven years, as well as conducting annual conferences where aspects of regional growth and development had been the major theme. In addition to its demonstrated concern about regional issues, Extension nad budgeted money for a program in community development which would use television in much the same manner as the Metroplex program in St. Louis.[2] The Metroplex program linked television with small informal discussion groups instead of large community forums. Groups were able to meet at their own convenience. In this framework, groups were encouraged to meet for study and discussion of the Preliminary Statement of Goals over a period of two weeks or more. There was ample opportunity for small groups of people to test their ideas among one another instead of listening to a sterile debate at a public meeting, and there was also time for the participants in the groups to reflect before preparing their replies to the feedback questionnaire.

2. Metroplex Assembly: An Experiment in Community Education. Eugene Johnson. Center for the Study of Liberal Education for Adults. Boston, 1965.

The disadvantage of embarking upon a scheme of this dimension was uncertainty as to whether enough people could be found to volunteer both to organize and to lead discussion groups. It was necessary to discover these people and to find them out in such sufficient numbers as to assure that a significant number of people in the region would become part of the groups, and that such people would represent a cross-section of community opinion. At the point in the preliminary discussions when it was agreed that the small-group approach was ideally the best manner of implementing the program, there was a lead time of less than four months, so short as to almost certainly guarantee failure. This pessimism was founded on past experience. It has been crucial to alert organizations and individuals almost twelve months ahead in order to insure a reasonble measure of success. The Metroplex experiment in St. Louis showed that organization and planning should start in the spring for a late autumn program. (It would be unfair to the reader and to Metroplex to compare the SRAPC and Metroplex programs as though they were identical. Metroplex was more elaborately conceived and executed. However, the design of both is similar.)

The decisive factor in the decision of University Extension to go ahead, despite the anticipated difficulty of time and organization, was the assumption that the program should attract wide interest and participation because it was intrinsically of wide interest. If the University did not choose to involve itself, SRAPC would have had to proceed in some manner or other. In this event, University Extension would have been forced to admit its inability to respond to an issue of wide importance to the region it serves and its own future in the region. By early January 1968, after preliminary discussion among SRAPC, University Extension and KCRA-TV, a plan of operations had been cleared and agreed upon by all three.

In a memorandum from SRAPC dated January 4, a summary of the earlier discussions established the over-all plan of action for what now became the "Sacramento Regional Goals Program." The memorandum stated, "The basic objective of the Regional Goals Program will be to determine what the citizens who live in the Sacramento Region want the area to become. What planning problems are important and what should be our goals? Widespread public participation will be encouraged through use of commercial and educational television, adult education resources and newspapers. It will be concentrated in a two month period: March and April of 1968." There was a three-man coordinating committee representing SRAPC, University Extension and KCRA-TV. Each of the members was responsible for an element of the total program.

Television played a decisive role in the project by providing several different types of programs and announcements directed to making the public aware of the forth-coming goals program. Public service spot announcements were carried on KCRA-TV and Radio during the period of study-group recruitment. These were augmented by a series of five

interviews with SRAPC representatives during the week preceding study group meetings. Special reports devoted to subjects of regional planning interest were included in the evening news programs.

Six half-hour programs were presented on Sunday afternoons, as part of a regular public-affairs series, featuring filmed material on land management, the destruction of the natural environment, problems of waste disposal and air pollution, a presentation of the Goals Program and a final report on the results of the Goals discussion. Each filmed sequence was followed by a discussion or interview with expert resource people who elaborated on the particular theme.

On Monday of the first week in which discussion groups were to meet, April 1, there was a special half-hour program scheduled at 7:30 in the evening. It was called the "California Living Test," essentially a quiz of twenty questions on a range of topics affecting daily life in California. There were questions about the percentage of the state population living in urban areas, the cost to all of us of municipal services for each new family migrating to the state, the number of people using a major state park recreation area in the region and the expected demand for recreation facilities in forty years time. Each question was appropriately illustrated on film, and members of the SRAPC and other area officials appeared as a studio audience to take the test along with the viewers. Like the others, this program focused attention on matters affecting the quality of life now and in the future and the necessity to anticipate growth and change with regional planning. A week later, on Tuesday, April 9th, another half-hour special was presented at 7:30 p.m., showing the pros and cons of regional planning with examples drawn from representative communities in the state. Both programs were extensively promoted on the air and in advertisements in TV Guide magazine and in the Sacramento Union newspaper.

This television coverage would have cost more than $12,000 to buy the time alone. Production costs added to this demonstrate impressively the extent of KCRA-TV's concern and willingness to back the program as a public service. Prime-time television programs were conservatively estimated to have reached 200,000 people. An impressive number of people were exposed to information on their environment, even though they were not in a discussion group. These programs, their content and structure, were devised by a large committee of local resource people who met with and advised the public service director of the station.

SRAPC was committed to the preparation and publication of its Preliminary Statement of Goals for Regional Growth by early March so that it could be used as the basic home study document. The staff also prepared a questionnaire supplement for each participant to complete. It was hoped that the replies to the questionnaire would give both a quantitative and a qualitative summary of attitudes toward major planning questions and an alternative means of reaching favored objectives.

Some 3,000 booklets were printed, but this quantity was found to be utterly inadequate, and so another 2,000 booklets were ordered. The 5,000 booklets were distributed and by April 1, most of them had reached group participants, arriving just in time for use.

University Extension was assigned the task of recruiting and briefing discussion leaders, preparing additional material for their guidance as well as a discussion leader's report. The evaluation form for the discussion leaders was intended to elicit a summary of topics which created most interest in the study phase, a list of the most constructive observations and suggestions made in their discussion group, recommendations for changes in the Goals Statement which emerged, comments about the respective value of the television contribution, and finally, an evaluation of the success of the group in extending the participants' interest in planning and regional growth.

Organizing The Home Study Groups

The success of the program depended upon creating a relatively large number of discussion groups over an area of 5,000 square miles including thirteen cities. To accomplish this task, SRAPC and University Extension jointly appointed a coordinator to work on the project and manage the operation. It was her responsibility to find discussion leaders and group organizers, to keep them informed and to supply them with materials, moral support, and guidance in general. The duties were easy enough to define but, in fact the project's success depended greatly upon personal qualities of the coordinator, ingenuity, initiative, and the capacity for considered action in circumstances which must have bordered on chaos at times. Chaos could easily arise out of too many telephone calls for advice, calls which probably covered much more than the actual business at hand, deadlines, and the constant and terrible doubt about whether the army of volunteers enlisted would in fact carry out their promises to organize discussion groups.

The plan for recruitment of leaders to organize discussion groups used a double approach - first, through interested organizations to their membership, and secondly, to interested individuals who could be attracted by whatever could be drummed up to capture their attention initially. In mid-February, a meeting was called of representatives of groups which were considered crucial to the success of the project or whose validation and support of the project would be desirable in reaching a wide public. Among these groups were the Chambers of Commerce, County Farm Advisors, and League of Women Voters, the Community Colleges, the Council of Churches, the Community Welfare Councils, the Office of Economic Opportunity and political party headquarters. At least fifty invitations to this meeting were extended; twenty people came and about half of those proved to be genuinely helpful. The newspaper story which followed the meeting was the first public announcement of the program. With the support of those attending this

meeting, the organization of groups was begun.

During February, preparations were completed for a large mailing to more than 500 civic groups in the area as well as an additional 1,300 individuals and organizations selected from the University Extension lists. At the end of the month, a Sacramento newspaper, the Bee, and several other papers in the region carried further stories inviting the public to set up or to join in a discussion group. As mentioned earlier, public service announcements on KCRA-TV and radio urged public participation in study groups. In mid-March, two meetings were held to which group organizers and discussion leaders were invited for an orientation session. One meeting was held in the afternoon and the other in the evening. Altogether, fifty people came to the two meetings. The coordinator explained the group leader's role and discussed the rationale of the questionnaires which participants were being asked to complete. The purpose of the group leaders' evaluation form was also discussed. Professor James R. Bell, Professor of Government of Sacramento State College, who had already acted as a consultant in the preparation of the television programs, provided a valuable background briefing on the history and the complexity of planning issues in the region, especially as they are related to the web of local jurisdictions.

Distribution of the study material packet was a struggle with time as some of the printing was delayed. The packets for each participant contained:

a) A statement about the composition and purpose of the Sacramento Regional Area Planning Commission.
b) The Goals for Regional Growth, a Preliminary Statement, a 21-page printed booklet.
c) A 1-page mimeograph answer sheet for the California Living Test.
d) A 1-page mimeograph schedule of TV shows and meetings for the project.
e) A 3-page mimeograph copy of the Goals for Regional Growth questionnaire, to be completed by all participants.

The discussion group leaders received additional materials to encourage creative thinking and discussion. The distribution was by mail or by hand, when people chose to come to the SRAPC office in downtown Sacramento, or by car when time grew short. A network for the distribution of materials had also been set up with all the libraries in the area. This proved very valuable, speedy and convenient and reduced the coordinator's burden somewhat. A subsidiary network of distribution to all interested schools in the area was managed by an audiovisual service unit which makes regular weekly visits to all schools in the area.

As a culmination of the television and group discussion program,

the annual day-long regional planning conference arranged by University Extension at Davis was planned on the same theme, Goals for Regional Growth. This was scheduled for the latter part of April.

How Well Did We Do?

An evaluation of the relative success of this effort has been aided by discussions with six of the chief participants: the Director of Public affairs for KCRA-TV, the staff of the SRAPC office, Mrs. Nadya Andrews, the able coordinator, and the staff of University Extension. All were interviewed extensively. There was also a careful perusal of the files, materials gathered from group participants, as well as consideration of observation and comment made during the Goals for Regional Growth conference at the Davis Campus.

Though the report is weighted toward anecdotal response from those who were interviewed, this type of information and impression has been substantiated wherever possible by the responses of the discussion group participants. Inasmuch as the report is intended to help others who contemplate intensive community programs involving a multi-faceted educational approach to assess whether the results seem worth the effort, it is hoped that the variety of evaluative material and comment will provide a balanced description of the results.

The television component, given the resources available to a large metropolitan station, the potency of the medium, and the guidance of a very able committee of advisors, would seem to be a relatively easy assignment. However, because planning covers such a wide range of human activities and because the "regulation" of these is located in so many levels and departments of governmental structure, the television producers found it most difficult to find needed information at a central source. Also, it was found that narrow specialization limited the number of resource people who could contribute any sort of broad perspective to a discussion of major problems, inter-related though they are in fact. (This may not actually be the case but despite diligent inquiry and given the time limitation, people of broad competence seemed very hard to find.)

Health, water resources, environmental pollution are all examples of inter-related issues which are parcelled out among a variety of agencies. With so many sources, each narrowly concerned, it is very difficult to piece together a coherent pattern for television reporting. This may have accounted for a number of comments from viewers about what they termed "not enough local color or dramatization of local problems." (One might also question whether "color and dramatization" are the qualities which should dominate factual television reporting.) Somewhat more than a majority of reports from discussion leaders called television a vital part of the program. Critical comments of the television programming tended toward specific, if minor, helpful suggestions.

The major value of the several television programs lay in their presentation of varied opinions from a representative group of experts and officials coupled with visual examples of planning concepts. Television made concrete what the word could only describe. Television provided both opinion and comment. Television also gave the planning issue extensive exposure, perceptibly moving it ahead in the hierarchy of community priorities. The station received more telephone calls and laudatory letters in response to its public service series than it had received for a long time. Some of the elected officials who appeared on the programs were surprised by evidence from unexpected quarters that their appearance had been favorably noted.

In many communities, a television station and a newspaper are under common management. KCRA-TV does not share the management of any paper; it is a broadcasting operation, solely. Contrary to some expectations, however, the Sacramento Bee newspaper, despite its affiliation with a competitive television station, gave excellent coverage to the total program. (Some of the reason for this may have been a particular reporter on the Bee who has had consistent and informed interest in planning for a long time.)

Throughout the preliminary organizing period in March, television announcements seemed to draw fewer indentifiable inquiries than did newspaper stories. This result conforms to studies of similar programs where it has been found that the newspaper tends to attract more inquiry than either television or radio.

As SRAPC was the agency which initiated the program with its own clear objectives, its responses and reflections are crucial. SRAPC's Director, in considering the initial plan for public forums in retrospect, felt that the small discussion group approach had proved more effective. Implicit in this reaction was a great deal of satisfaction with the variety and the thoughtful quality of the responses from participants in the discussion groups. Another SRAPC staff member remarked that "half the goals in the Preliminary Statement need modification now." SRAPC began the project with the objective of eliciting as much feedback, as much involvement as possible from the general public. The response to the program more than justified the effort in their view.

Four hundred and twenty odd questionnaires were returned in time for preliminary tabulation. (Several weeks after the completion of the program, small numbers trickled in.) On the basis of 160 registered, identified groups, with an average of 17 persons in each group, the recorded participation stands at 2,500 people. The questionnaire return from group members was only 12%. This is low in comparison with some other surveys where as high as 50% has been obtained. No follow-up, which would probably have resulted in a higher percentage of return, was made. The Discussion Leader questionnaires, in spite of the additional effort and time required of them, was in the order of a 25% response.

3"Great Decisions 1962 - A survey of Kit Buyers in Two Wisconsin Communities." Robert W. Hattery, Institute for World Affairs Education, Univ. of Wisconsin, 1962.

There are a large number of elected officials in the five-county area whose responsibilities in some way encompass aspects of planning. The active participation of this group was lower than had been hoped. Upon investigation, it was discovered that in the pressure of the last weeks before the start of the program, the officials were sent the packet of study materials but there was no personal follow-up nor any invitation to become more actively involved. Because of this oversight, they regarded the materials as purely informational and not as a call to action for them. This is readily understandable, but the experience makes clear the steps that should be taken to secure the involvement of these people in the future.

More than 400 college students took part in the program as well as several high school teachers and their classes. Students' interest was not sought in any systematic way, however. In retrospect, it does seem that it would have been valuable to have encouraged the students. Obvously, there are good reasons for securing the interest and attention of students. That their interest was very high was underscored by the contribution made by the group of students who attended the Goals for Regional Growth Conference at Davis.

Because the program's success did depend upon the number and success of the discussion groups, much hung upon the ability of University Extension to find the people willing to give time to view the television programs, to read and consider the Preliminary Statement of Goals, to discuss the issues as they saw them, and finally, to complete the questionnaire. There was no more than two months in which to accomplish all this. Credit for the final result must be given to the coordinator and to those who assisted her in the University Extension and SRAPC.

It was agreed to ask assistance from a number of voluntary organizations which had shown a previous interest in planning matters and whose membership might volunteer to form and to lead discussion groups. Some organizations came readily to mind, the League of Women Voters, local Chambers of Commerce, but others were not so easily identified. In the beginning, reliance was placed on a favorable response from three community colleges in the area and from the Agricultural Extension Service's County Farm Advisors. As they were already working with a wide variety of community organizations, groups and individuals, it was expected that they would all see the advantages of a mutual cooperation. These hopes and anticipations were ill-founded. Some of the difficulty in obtaining their support may have been the overriding need for haste. This may have been incompatible with the manner in which both these agencies schedule their activities, far in advance, so that a crash program is beyond their resource and capacity. This possibility does not provide an entirely satisfactory explanation for the lack of success with them.

There are more than thirty Chamber of Commerce organizations in the region. Only four of this number appeared to have more than a benign

interest in the program. One rather small Chamber was responsible for the organization of at least ten discussion groups. The lack of activity which seemed to characterize the Chambers of Commerce generally does not mean, of course, that Chamber members did not participate individually.

The League of Women Voters provided the greatest concerted effort which came from the ranks of voluntary organizations. They formed a telephone committee to solicit volunteers. Members of this telephone committee did not feel, however, that the result of their telephone solicitations were commensurate with the effort which they made. Such committees are a common way of recruiting for a variety of causes, and their usefulness may be contingent upon a degree of personal rapport between the caller and the person being solicited.

Some churches were very concerned about planning. Several churches gave unexpected help. This was primarily due to the personal efforts of one young minister who could not himself be a discussion leader but who contacted many others. Several churches with a largely Negro membership organized groups. Sacramento Community Welfare Council and the Economic Opportunity Council took up the program and formed groups. This included an excellent program organized by the Del Paso Neighborhood Council representing a minority group neighborhood.* This group also sent delegates to the Davis conference at the end of the study program.

There have been for some long time conservationist groups, the Audubon Society for one, carrying on programs concerned with enhancing and improving our environment, as well as preserving some areas in their natural state. From these groups, the response was uniformly good. Too, there are professional associations of planners, architects, landscape architects and traffic engineers, all of whom have a degree of concern about the world they are helping to create. Members of special citizens' groups interested in planning environment such as the Sacramento Planning and Research Council and the Committee of Concern also responded.

Some business concerns became interested in the program. One of these deserving particular mention was the Pacific Telephone Company. The Telephone Company assigned a group of fifteen executives to watch the television programs at home, then set aside a working day for them in which they devised their own report. SRAPC found the report an excellent and original piece of work.

In planning the study discussion portion, the target for participation had optimistically been set at 3,000 people. The program fell short of this but was nonetheless a most creditable effort, particularly in view of the speed with which it was assembled and the lack of a sort of infra-structure surviving from earlier programs to ease the problem of recruiting so many volunteers. It is clear that an essential part of the enlistment of support is personal contact rather than mass mailing. Personal contact does take time and thus should be guided toward organi-

* see appendix

tions which have been carefully appraised in terms of intensity of their manifest interest in the topics for discussion.

Existing lists of officers of community organizations maintained by the Chambers of Commerce were usually out of date. Organizations themselves usually have a set of procedures which take at least two months before they can act effectively to reach and involve their membership. Even first class mail does not travel as fast as we think it will when we are in a hurry.

The initial meeting for organizational representatives would have been more successful had there been two more weeks available. However, the meeting could not have been dispensed with, nor could the two training and orientation sessions have been dropped. These might have been better attended, strengthening the program, had one or two additional meetings been set up on the periphery of the five county area.

****

The Davis Campus Conference

The annual regional planning conference, "Goals for Regional Growth," was devoted to a discussion of the six issues drawn from the Preliminary Statement of Goals. It covered again the same topics which the discussion groups had been considering. Of those attending the conference, 150 people, one third were interested citizens, including college students and a senior high school class which had intensively studied the issues, and two thirds public officials and professional people engaged in administration, planning and local government. Because the discussion groups at the conference were selected randomly, "plain" citizens were able to test their ideas and opinions against the experience and knowledge of those already involved in planning for the area. In addition to the value of this interchange, the staff of SRAPC and the Commission members took part and were able to hear directly the expressed concerns of citizens and public officials.

Some of the SRAPC staff said that the University setting and sponsorship provided an environment for the conference which would have been difficult to duplicate. Probably these comments referred to the physical setting as well, but more particularly to the contribution made by University resources towards creating a suitable climate for discussion of issues affecting a number of well-defined, firmly held special interests.

One observer did feel that the "saved were talking to the saved," probably an accurate comment, but vitiated by the wide differences among the "saved" as to the ordering of priorities which regional planning should affect. The final reports of several of the conference groups were criticized for a tendency to concentrate on tested ideas rather than

to venture imaginative and new suggestions for the professionals to think about.

Finally, the conference participants and the questionnaire returns as well reiterated the same questions. What happens next? How can we be kept informed about future development? These manifestations of continuing interest are in part, at least, only an index of the satisfaction in their participation which many people felt. It is also documented that this satisfaction may derive more from extra-educational or social benefits which the participants enjoyed. However, the same questions were asked by all those interviewed because of their role in the development of the project. Taken together, it seems that the next step might be to create some way to keep citizens effectively in touch with the planning decisions and to provide a continuing opportunity for them to contribute to the guidelines or goals they prefer for shaping the physical growth of the region.

In Retrospect

In an imperfect world where the complexities and the demands of individuals and agencies tend to reduce the will to cooperative effort, despite the apparent and real advantages which such cooperation promises, it is surprising, in reviewing the intentions of this project, to discover how in their broadest aspect, these intentions were realized. SRAPC showed both boldness and imagination in encouraging a preliminary public scrutiny of its proposals. By submitting its tentative outline to examination and gathering public reaction, it was demonstrating admirable respect for the citizens of the region and admirable caution in eschewing assumptions that their preferences might be predicted or their will already known.

Linking the television station, KCRA-TV, with the review of the SRAPC proposals greatly enhanced the program. KCRA-TV deserves great credit for its willingness to commit its own resources. The contribution went far beyond the usual public service contribution to a community issue. For University Extension, the project required a radical adaptation of its normal program methods in order to launch a full-scale community education program with only a hearsay knowledge of the intricacies involved and the realization that it might indeed fail.

That such a measure of success was achieved is a credit to all those involved.

EXHIBITS

The following pages are examples of materials that were given to discussion leaders, members of study groups, and reports that were returned to the Commission.

Exhibit A - The California Living Test, given to members of study groups who viewed the television programs.

Exhibit B - Goals for Regional Growth Questionnaire, given to study groups to elicit their opinions on regional needs.

Exhibit C - Questions for Discussion, for leaders.

Exhibit D - Evaluation of Discussion Groups, returned by leaders

Exhibit E - Planning objectives for Del Paso Robla Neighborhood Council. An Example of follow-up which evolved from a discussion group. The Neighborhood Council selected particular problems for further discussion and planning.

CALIFORNIA LIVING TEST

1. What is the estimated annual cost of solid waste disposal in California?

   A. $100-million B. $175-million C. $250-million

2. What percentage of Californians now live in urban areas?

   A. 90% B. 75% C. 65%

3. What source is responsible for most of the flies in urban areas?

   A. Neighboring Farms B. Garbage Cans C. Pet Droppings

4. What is the estimated cost of providing municipal services for each new family that moves to California?

   A. $10,000 B. $15,000 C. $7,500

5. How much has Sacramento County's population increased since 1950?

   A. 400,000 B. 200,000 C. 300,000

6. How many visitors come to Folsom Lake State Park each year?

   A. 2-million B. 1 1/2-million C. 4 1/2-million

7. Assuming a doubled growth in productivity by 1985, which of the following is likely for California families in 1985?

   A. 80 percent increase in income
   B. 22 1/2 hour work week
   C. Retirement at 38

8. By the year 2000, demand for municipal recreation facilities will increase by:

   A. 200% B. 400% C. 150%

9. How much will it cost to provide 15 years of public education for each baby?

   A. $5,000 B. $9,000 C. $15,000

10. How much is collected in state and federal gasoline taxes in California each year?

A. 800-million B. 500-million C. 600-million

11. What is the estimated cost of California traffic accidents each year?

A. $500-million B. $700-million C. $1-billion

12. How many acres of California land are under irrigation?

A. 5-million B. 7 1/2-million C. 4-million

13. What proportion of all atmospheric waste comes from automobiles?

A. one-third B. one-fourth C. one-half

14. Which of the following features of the internal combustion engine produces the highest percentage of air pollution?

A. The blow-by valve B. The exhaust system
C. The carburetor

15. The greatest threat to the purity of Lake Tahoe is in the process known as:

A. Photo-synthesis B. Putrefaction C. Eutrophication

16. The American River Parkway will eventually run from:

A. Folsom Dam to Sacramento River
B. Nimbus Dam to Hoffman Park
C. Sunrise Bridge to Watt Avenue Bridge

17. What percentage of California ocean front property is privately owned?

A. 40% B. 60% C. 50%

18. How many California counties have signed contracts or agreements under the Land Conservation Act?

A. 18 B. 26 C. 44

19. Which of the following is the largest single employer in the Sacramento Region?

A. Federal Government
B. State Government
C. Local and County Governments

20. How many separate units of governmental jurisdiction are now operating in the Sacramento region?

A. 150 B. 300 C. 475

ANSWERS AND SOURCES

1. C (Estimated from national figure of $2 1/2 billion in new book "Not So Rich As You Think" by: George R. Stewart)

2. A (James Bell, Sacramento State)

3. B (State Public Health Department)

4. B (James Bell, Sacramento State)

5. A (Sacramento Regional Area Planning Commission)

6. C (State Department of Parks)

7. All three are correct...depending on how we choose to take our increased productivity. Source - Southern California Research Council.

8. B (Here Comes Tomorrow - Wall Street Journal)

9. B (State Department of Education)

10. A (Cry California! - Spring 1968)

11. C (Estimated as 10 percent of the national cost ... Source - National Safety Council)

12. B (State Department of Agriculture)

13. C (Here Comes Tomorrow - Wall Street Journal)

14. B (California Air Resources Board)

15. C (California Water Quality Control Board)

16. A (Sacramento County Planning Commission)

17. B (State Department of Parks)

18. A (Joint Committee on Open Space)

19. Either A or B...State and Federal Governments trade leadership - Source..Sacramento Regional Area Planning Commission)

20. C (Sacramento Regional Area Planning Commission)

GOALS FOR REGIONAL GROWTH QUESTIONNAIRE

We need your help in making the Sacramento Region a better place to live. We urge your cooperation in completing this questionnaire so that we can learn what is important to you. Please return to: Sacramento Regional Area Planning Commission, 926 J Building, Suite 1100, Sacramento, California 95814.

1. What is your home address? (1,2)___
   Street_____Post Office_____

2. How far do you travel to work? _____miles. (3,4)___

3. As the region's population grows, considerably more land will be required to satisfy urban needs. Should local government limit urban developments? (5)___
   (1) In prime agricultural areas___
   (2) In certain areas to create open space between communities___
   (3) Not at all___

4. In what ways are you oriented towards Sacramento? (6)___
   (1) Job located there___
   (2) Shop there frequently___
   (3) Visit friends often___
   (4) Cultural functions (concerts, theaters, etc.)___
   (5) Use park and recreation facilities___
   (6) Entertainment (movies, restaurants, etc.)___

5. How strongly do you feel oriented towards Sacramento? (7)___
   (1) Very strongly___
   (2) Moderately___
   (3) Not at all___

6. What facilities should be added within the Region? (8)___
   (1) Sports stadium___
   (2) Concert hall and theater___
   (3) Convention center___
   (4) Specialized retail establishments___
   (5) More industry___
   (6) Other (specify)_____

7. In locating future retail, cultural and social facilities which one of the following should be emphasized? (9)___
   (1) Emphasize development of one large strong regional center with the widest possible variety of facilities___

(2) Emphasize development of a series of strong community centers, each with a more limited range of facilities, closer to home___
(3) Emphasize complete dispersal of facilities___
(4) Emphasize all, but each to a smaller degree___

8. In spending money for a transportation system which one of the following should be emphasized in the future? (10)___
   (1) Emphasize expansion of an extensive mass transit system___
   (2) Emphasize expansion of the freeway system___
   (3) Emphasize both mass transit and freeways but each to a smaller degree___

9. If you had a choice, which of the following types of urban environments would you choose to live in? (11)___
   (1) Compact high density city___
   (2) Compact low density city___
   (3) Spread city having many vacant parcels interspersed with urban developments___

10. As the region's population grows, there will be increasing pressures for urbanization along highly attractive streams. What policy should local governments adopt in this regard? (Check one) (12)___
    (1) Allow residential development to occur___ (13)___
    (2) Buy land along streams for intensive park use___
    (3) Use for neither residences nor parks, but rather retain in their natural state___

11. If it cost you money to pay for new programs which of the following would you be willing to support? (As a guideline, assume that each new program might cost $10.00 a year if your annual income is $8,000 and $40.00 a year if your income is $25,000.)

	Would support new money for this program	Would not support new money	
(1) Provide more low cost housing			(14)___
(2) Provide me with a better transit system			(15)___
(3) Revitalize the Central Business District nearest my home			(16)___
(4) Buy land for small parks within walking distance of my home			(17)___
			(18)___

(5) Buy land for large regional parks within a one hour drive of home _____ (18)___

(6) Undertake a program of city beautification _____ (19)___

(7) Develop more cultural facilities _____ (20)___

(8) Build a sports stadium _____ (21)___

(9) Buy and preserve farm land near my home _____ (22)___

12. Some of the goals suggested in the report Goals for Regional Growth are listed below. Which goals reflect your feelings of how the region should grow? Which do you disagree with? Check the one statement which best reflects your feeling towards each goal.

******

		agree yes	no	no opinion	
1.2	Enhance community individuality				(23)___
1.21	Develop strong community centers				(24)___
2.11	Concentrate residential areas				(25)___
2.14	Encourage use of vacant lands already committed to urbanization				(26)___
2.22	Provide a wide variety of housing throughout the region				(27)___
3.11	Protect prime agricultural land				(28)___
3.21	Develop park and open space system				(29)___
3.23	Create and preserve greenbelts				(30)___
3.31	Preserve forests				(31)___
4.12	Strengthen downtown Sacramento				(32)___
4.13	Concentrate retail and other activities				(33)___
4.21	Concentrate industrial employment				(34)___
5.11	Improve mass transit				(35)___
6.12	Maintain lake and stream quality				(36)___

13. For those goals with which you agree, list the three which you feel are most important. (37)___

(1)_____ (2)_____ (3)_____

14. If you desire, use the back of this sheet to list any alternative or additional goals which you feel should be considered in the development of the regional plan.

UNIVERSITY OF CALIFORNIA EXTENSION, DAVIS

Goals for Regional Growth
April 1968

Home Study Discussion Leaders:

Please complete and return to Mrs. Nadya Andrews
Sacramento Regional Area Planning Commission
926 J Building, Suite 1100
Sacramento, California 95814

1. Your Name and Address

   Telephone number

2. Your judgments about the group and their ideas

   a. What topics (ideas, issues, statements, questions) were the most interesting to the group? Please describe.

   b. What do you believe were the most constructive observations the participants offered?

   c. Do you feel this TV and Home Study Program significantly helped to interest the public in problems of urban growth? Please comment - be frank.

3. Your recommendations. How would you alter the Goals? Please include as many suggestions as you wish. Use additional pages if needed.

4. Your participants. Please attach a list of those who participated, include their names, mailing addresses and zip codes so that the revised Goals may be sent to them.

Thank you.

UNIVERSITY OF CALIFORNIA EXTENSION, DAVIS

Goals for Regional Growth
April, 1968

For Home Study Groups: Suggested questions for discussion.

Editor's Note: The following questions were drafted by Prof. James Bell, Professor of Government, and then rearranged by me to attempt to fit the outline of the preliminary statement "Goals for Regional Growth" you have received from the Sacramento Regional Area Planning Commission. Prof. Bell asked me to stress that these questions should be viewed simply as suggestive; you should look them over and add or subtract to fit your own local interests and regional perspectives.

Prof. Bell did wish to preface these questions as follows:

> "It is a basic assumption of our democracy that the decisions of the planners will be guided by the wishes and aspirations of those whom the planners serve. By participating in this regional goals program you are giving voice to your ideas as to the kind of community you wish your children to inherit from you."

1. Regional and Community Identity

On Growth: It is said that the population of the region will double within 20 years. But much growth can be controlled. Do a little day dreaming. What is your image of a desirable Sacramento region 20 years hence?

Should growth be promoted by enlarging government and trying to attract more industry and commerce? What kind of industry? Should growth be slowed or speeded up?

On Community Identity: Should planning try to preserve and enhance the identity of existing communities and neighborhoods and create new ones? Do you foresee a region made up of many strong, identifiable fairly self-sufficient communities or a region centering on one large city? What do you prefer? Why?

Suppose the men of 1849 came upon us and were asked to draw the boundaries for today's government in the region. Where would they draw them? For what reason? Would they have large multi-purpose governments to do everything, or would they have special agencies to to special jobs according to the size of the job to be done, as the Sacramento Municipal Utilities District, the telephone company, the large water districts? What governmental functions would they give to the communities? Do these thoughts give any clues as to how we should plan to supply services and govern the region by the 21st century?

2. Residential Development and Housing

Do you believe that the single family detached house will also be favored by your children? As you near retirement, what kind of housing will you prefer? Are you generally satisfied with the housing you have had? What other choices should be available?

3. Open Space and Recreation

On Open Space: How should the region grow physically? In a more or less random pattern as previously? Should housing and commercial areas be more compact and orderly? Should these be more planned than open space? Where? What kind?

On Leisure and Recreation: We may be working a 25 hour week by 1985. How will people wish to use this additional leisure? What additional parks, play grounds and other leisure time facilities will be needed for all of the leisure house of the enlarged population? Would you like to have more parks and leisure facilities nearer to your home? What kind?

4. Regional Activities

On Facilities for Cultural and Sporting Activities: With a much larger population to support them, would you prefer to have these facilities decentralized in the region or do you prefer a concentration in a single location? Is the city for you a magnet for entertainment, dining out, dancing and having a good time?

5. Transportation

Would you prefer to commute in a car if convenient, rapid, mass transportation were available? How much extra would you pay for the latter? How much extra would you pay for the former? Put another way - should planning continue to emphasize motor transport alternate forms or so-called balanced systems? Or do you think this is really a question of economics to be decided by cost?

6. Environmental Amenities

Should planning try to improve the quality of the visual environment? In what way? Should planning guide growth in the region to preserve agricultural land? Preserve the hill tops? Follow the freeways?

As technology makes it possible, would you prefer that places of office and other employment be decentralized so that one could live nearer to work?

DEL PASO-ROBLA NEIGHBORHOOD COUNCIL
800 Grand Avenue
Sacramento, California 95838

SUBJECT: TENTATIVE PLANNING OBJECTIVES FOR THE DEL PASO-ROBLA AREA

TO : MEMBERS, DEL PASO-ROBLA NEIGHBORHOOD COUNCIL

1.) The Sacramento Regional Area Planning Commission is beginning a program that will lead to the preparation of a Regional Plan for the Sacramento Area. The Regional Plan should reflect the desires and aspirations of all the residents of the Sacramento Region. The Plan is expected to be used as a guide by the State and Federal Governments in approving funds for projects in the area. The Sacramento City Government has already filed a letter of intent to apply for a planning grant under the "Model Cities" Program for our area. We as a Council need to establish our needs and objectives in the overall Regional Plan in order to facilitate the approval of funds for our area.

PROBLEM SITUATION 1.

Most of the housing in the Del Paso-Robla area is substandard. Much of it was built without regard to modern building codes. Some of the houses have no foundations, in some others the electrical wiring and plumbing are poor. Large areas have no municipal water, sewage, storm drainage, sidewalks, paved streets or street lights. A great deal of this slum housing is owned by absentee landlords and the elderly poor.

DEL PASO-ROBLA GOAL 1.

Improve the quality of housing in the area by:

a. Encouraging the individual home owner to upgrade his property.

b. Urging City and County governments to require absentee property owners to upgrade their property to the level required by the building codes and prevailing community standards.

c. Urging the City and County governments to extend water, sewage, and storm drainage to all the residential and commercial areas of the community, and sidewalks, curbs and gutters to the heavy populated section of the neighborhood.

d. Urging the City and County governments to build or encourage the building of low cost housing for the disadvantaged poor and elderly. This housing should be distributed throughout the Sacramento area so as not to concentrate disadvantaged people into islands of hopelessness and dispair.

e. Adopting and effectively enforcing open housing laws and ordinances so that members of the minority groups will not become locked in ghetto neighborhoods.

f. Local, Regional and State governments endorsing and actively supporting the Del Paso-Robla request for "Model Cities" funds to rehabilitate our area.

PROBLEM SITUATION 2.

Throughout the area there are vacant lots and two-or-more-acre tracts laying fallow. These fallow lands are covered with weeds and in some cases serve as dumping grounds for garbage and other refuse. Also the area is bisected by a number of community-owned strips of land - - power line right-of-way, the wide municipal railroad track area, and the areas bordering the levee. The area is also dotted with junk cars, and are full of weeds and trash.

DEL PASO-ROBLA GOAL 2.

To increase the aesthetic beauty of the area by:

a. Building a model neighborhood through neighborhood initiative with government assistance.

b. Urging Federal, State, Regional, Local governments to locate major public office buildings in the area.

c. Urging public agencies to maintain the green belt areas in such a manner that will enhance the aesthetic beauty of the area.

d. Developing and accomplishing a meaningful plan for community cleanup and beautification.

e. Encouraging people in the area to keep up yards.

PROBLEM SITUATION 3.

A significant number of the disadvantaged, especially the young people, are locked in the area. There are people who want to participate in the social, cultural, economic, educational, and commercial life of Sacramento, but they do not have transportation. Despite planned improvements, the Del Paso-Robla area will not have adequate bus service to meet the needs of the community.

DEL PASO-ROBLA GOAL 3.

Urge the Sacramento City government to provide bus route and schedules

designed to provide all citizens of the area with timely access to:

a. American River College
b. Major Shopping Centers
c. Medical Centers
d. Major Employers
e. Social and Cultural Centers

PROBLEM SITUATION 4.

The Del Paso-Robla area contains acreage that could be established and developed as regional green areas, camp sites and parks.

DEL PASO-ROBLA GOAL 4.

Urge State and Local governments to establish and develop Del Paso-Robla acreage into green areas, camp sites and parks.

PROBLEM SITUATION 5.

The area contains a great deal of commercial acreage that could be used for light manufacturing, assembly work or other industrial pursuits which would not be incompatible with the general residential setting of the area. There is a pool of labor among the disadvantaged of the area who are willing to be trained.

DEL PASO-ROBLA GOAL 5.

Urge the Sacramento City, County Chamber of Commerce and the local governments to encourage light industries to locate in the Del Paso-Robla Area.